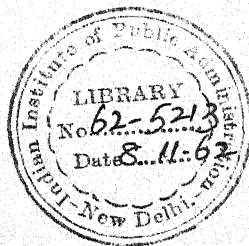


REPORT
OF
THE FIVE YEAR PLAN COMMITTEE

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THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
NEW DELHI

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I

INTRODUCTORY

1. *Appointment of the Committee*

In the course of the discussion of the Budget for 1961-62 at the thirty-ninth meeting of the Executive Council of the Institute held on the 17th December, 1960 a suggestion was made that a memorandum might be prepared describing the activities which the Budget was providing for and that it was also desirable to have information of the activities that were likely to be pursued over a period of the next five years. In pursuance of this suggestion, the Executive Council at its meeting held on the 25th March, 1961 appointed a Committee consisting of the following members to consider the activities to be pursued by the Institute over the next five years:

Shri N.H. Athreya
Prof. M.V. Mathur
Shri D.L. Mazumdar
Shri L.P. Singh
Prof. V.K.N. Menon (Director)

2. *Purpose and Objectives of the Institute*

(a) As the activities to be pursued by the Institute depend upon its purpose and objectives, the views expressed in 1953 by Dr. Paul H. Appleby in this connection in his "Public Administration in India—Report of a Survey" will be of interest. The establishment of the Indian Institute of Public Administration was suggested by him "to provide a national informal focussing of attention on Public Administration as a profession of many facets and elements. The purposes would be to provide for stimulation through association, through the medium of a professional journal and through the making of studies and the development of a literature recording and expanding administrative learning."

(b) The Memorandum of Association accordingly recorded the objects for which the IIPA was registered as a Society as follows:

"2. The objects for which the Society is formed are:

(i) to promote and provide for the study of public administration and economic and political science with special reference to public administration and the machinery to government and for educational purposes incidental thereto;

- (ii) to undertake, organise and facilitate study courses, conferences and lectures and research in matters relating to public administration and the machinery of government;
 - (iii) to undertake and provide for the publication of a journal and of research papers and books to impart training in and promote study of public administration;
 - (iv) to establish and maintain libraries and information services to facilitate the study of public administration and spreading information in regard thereto;
 - (v) to constitute or cause to be constituted Regional Branches at convenient centres in India to promote the objects of the Society;
 - (vi) to co-operate with approved institutions and bodies for the purposes of helping the cause of public administration."
- (c) The overall practical objectives may be stated as follows:
- (i) to help a better understanding of, if not a still better functioning of, public administration at work;
 - (ii) to so go about that the people concerned get an awareness of information on or solutions to live problems; and
 - (iii) to create an impact on the minds of the members and the public that the Institute is doing worthwhile work.

Reference has also been made in the body of the Report in the relevant places to the purposes and objectives of the Institute and the activities based on them.

(d) The fact that the Institute has been recognised as the National Section for India of the International Institute of Administrative Sciences and its membership of the Eastern Regional Organisation for Public Administration (EROPA) have also a bearing on its activities.

3. Procedure

(a) Shri Athreya made out a comprehensive proforma, replies to which were furnished by the Institute and circulated to all members of the Committee. He also prepared detailed questionnaires, a work-sheet for the first meeting and notes on each topic for discussion at the meeting on the 7th January, 1962, which were all considered by the Committee and for which the Committee is very grateful to Shri Athreya. Memoranda

were received from the Director, the members of the School faculty and the Assistant Chief Research Officer, the Assistant to the Editor, the Librarian, and the Administrative Officer. The Committee had also before it the Memorandum and a Report about the Institute prepared respectively by Dr. Paul H. Appleby and Prof. Bertram M. Gross for the Ford Foundation in 1960-61. The Committee is deeply grateful to them also for their valuable suggestions.

(b) While the Committee was carrying on its deliberations, the Ford Foundation in its letter of January 3, 1962, notified the Institute of a grant of \$700,000 to support the first two years of a projected five-year programme of training and research. This grant, which was for purposes indicated by the Foundation including specific research projects to be considered as illustrative of the type of research the Institute might undertake, was accepted by the Executive Council at its forty-fifth meeting held on the 11th March, 1962. The moneys could not be used for new projects nor could substantial changes be made in the projects listed by the Foundation without prior consultation with it. The Committee took into account this grant, along with the conditions cited, in its further deliberations. In doing so it noted certain decisions already taken in the joint meeting of the local members of the Committee of Direction and the School Advisory Board held on the 26th February, 1962 and in the Committee of Direction at its meeting on the 11th March, 1962.

The Committee met 11 times between August 19, 1961 and May 12, 1962 and considered all these documents. Its draft report was circulated to the Executive Council prior to its meeting on the 12th May, 1962. At that meeting the Chairman stated that he had received a suggestion from the Minister for Community Development that the Institute should organise a centre for Training and Research in the field of Community Development and in public administration aspects of Panchayati Raj. It was decided that the Five Year Plan Committee with the addition of Shri P.V.R. Rao and Shri Vishnu Sahay and with power to coopt, might deal with the Minister's suggestion and work out the Training and Research Programme to be fitted into the Plan, taking into account the provision made in the Ford Foundation grant for research in the same field. It was also suggested that any member of the Council could make any suggestions he had in regard to the plan and such suggestions would be taken into account by the Five Year Plan Committee before finalising the Report and formally submitting it to the Executive Council. Accordingly, Shri G.C. Singhvi in his letters dated May 24 & July 9, 1962 offered his comments and suggestions on the draft Report.

The Committee met again on September 8 & 9, 1962 and considered the comments of Shri G.C. Singhvi before finalising the Report. On the latter date, the suggestions of the Minister for Community Development were also discussed with Shri S. Chakravarthi, who had taken the place of Shri P.V.R. Rao in the Ministry. Shri Vishnu Sahay was no longer available on account of his appointment as Governor of Assam.

4. *Scheme of the Report*

The Report is arranged in eleven Sections under the headings:

- I Introductory
- II Research
- III Education and Training
- IV Publications
- V Library and Reference Services
- VI Local and Regional Branches
- VII Membership, Activities of a wider kind, Foreign Contacts and Allied Matters
- VIII Organisation
- IX Committees under the Executive Council
- X Finance
- XI Summary of Recommendations

In each Section the past activities have been reviewed, the present position described and proposals for the future indicated. The activities of the Institute are financed mainly by the Government of India grants supplemented by grants from the Ford Foundation. Recently, the Asia Foundation has also sanctioned a grant for one project. Only the grants from Government are recurring and largely condition the scope and extent of activities the Institute can undertake on a long-term basis. Since, however, the latest grant from the Ford Foundation is with reference to a projected plan for five years, activities to be financed from that grant have been shown in the Report separately in the respective Sections.

5. *Plan Period*

The plan period is the five financial years from 1962-1963 to 1966-1967.

RESEARCH

1. *Importance of Research*

Research is one of the most important activities of the Institute and has therefore had the Committee's first attention. Research properly directed and conducted "will go a long way to supply the necessary scientific and analytical information needed to provide for the special administrative needs of a planned society" and even if it cannot solve all the problems in a development administration, it can emphasize and illumine them. Further, it is essential for vitality of teaching, adding to the effectiveness of the instructional programme by providing more and better teaching material.

2. *Objectives and Scope*

The objectives and scope may be stated as follows:

- (a) Providing basic material on the Indian administrative system—all aspects and facets.
- (b) Field studies and surveys on contemporary and administrative problems in the context of plans of development.
- (c) Critical studies on contemporary administrative problems, arising out of the suitability of the existing administrative structure and practice for the needs of a developing economy and a welfare state.
- (d) Surveys and research on behalf of the Central and State Governments. (Efforts should be made to get more surveys and research projects allotted to the Institute by the Government—Central and State.)
- (e) Collection of information from the States in matters where systems differ in the case of exclusively State Subjects.
- (f) If only for purposes of public relations, part of the work should be results-oriented and capable of striking the imagination of the public.
- (g) Studies concerned with improving the relations between the Administration and the Public.

3. *Methods*

Research in the Institute is done in several ways. Apart from research done by the Research staff, including teaching staff, or persons specially chosen to study particular problems,

research is also promoted by group studies, seminars and conferences and case studies. After dealing with Research under its general head, activities under these various other methods are also dealt with in this Section under their respective heads.

4. *Committee of Direction for Research*

The research programme of the Institute is determined by a Committee of Direction of seven members of the Executive Council including the Director, a number of senior administrators and senior academics. This Committee has been in existence from 1954.

5. *Phased Research*

First phase 1954-1960. During the first years of the Institute the research programme was primarily intended to be directed towards the collection and presentation of descriptive material on Indian Administration in its different aspects. This was the idea set forth by Dr. Appleby in his report on a prospective School of Public Administration. He warned against the error of attempting to be too completely scientific too fast. "The effort", he said, "should be to develop descriptive materials in terms of a variety of systematic approaches which together can be hoped to be adequately representative of the complex social reality... More fully critical and theoretical work may wisely be postponed". Professor Karve, the first Director, accordingly drew up a list of subjects on which information was to be collected (See Appendix A). It was intended that more fundamental research should await the availability of such material and the appointment of the teaching staff of the School who would be in a position to conduct such studies. As a consequence, the research staff appointed in the course of the first years consisted of only junior staff. The School staff were recruited in 1958 and the first full-time senior member of the research staff was appointed only in 1959.

During this period the preparation of a study on the Organisation of the Government of India was taken in hand, and published in 1958.

Work of a more important kind was also initiated during the same period towards the preparation of volumes under the auspices of the Institute, by suitable persons from outside, assisted by the junior research staff of the Institute where necessary. Thus the preparation of monographs on the Indian Audit and Accounts Department, the Union Ministry of Finance, the All India Radio, and the Central Social Welfare Board were taken in hand. The last of these has been published, the first is nearing completion, but the other two projects have not made

much progress. A study of the system of grants-in-aid in India has also been published.

In addition, much material in connection with a number of Seminars was collected. These have been dealt with in para 16. Further, early in the life of the Institute, two subjects relating to the impact of the administration on the public, viz. the P & T and the Customs Departments were considered for study. But these were not pursued, partly because it was not found possible to have them undertaken in Madras and Bombay as planned, and also because, about the same time, two enquiries into these matters were set on foot by the Government itself.

6. *Second Phase 1960-62*

The second phase of research activity dates from 1960-61, by which time the teaching staff of the School had settled down to their work and a Senior Research Officer had been appointed.

The following projects were assigned to members of the teaching and research staff by a decision taken by the Committee of Direction in September 1960:

- Inspection of Government work at the District Level;
- Social Welfare Administration in Delhi;
- Survey of Tax Research in India; and
- Budgeting in Public Enterprises

All these projects are expected to be completed shortly.

Three important studies, one on the Damodar Valley Corporation, financed jointly by the D.V.C. and the Institute, another on the Constituent Assembly financed out of a grant from the Asia Foundation, and the third on the Union Public Service Commission, have been undertaken and are expected to be completed in 1962-1963. These projects have been assigned to persons outside the staff of the Institute and School. For the two latter studies, however, the assistance of the Research staff has been made available to them. Meanwhile the collection of material initiated in the first phase of the Institute's work also continues.

7. *Proposals for the future*

The Committee considers that the Institute's Research programme for the future need not be confined to administrative problems narrowly conceived but should extend to questions which are important in the context of India's economic development and the growth of governmental institutions. The programme should not only include historical and descriptive but also analytical and critical studies.

An illustrative list of the subjects in which Research may be undertaken in the Institute in the next five years is given in Appendix B.

In selecting the subjects for research, the following *criteria* have been and should continue to be kept in view. They should be "result-oriented" and therefore of the "applied" type capable of being handled on a "business footing", not merely for activity's sake, but with an end-use in view, preferably short-term but if long-term properly broken down into manageable stages. The problems selected for investigation should be measurable, and should be such as can be effectively handled utilising existing manpower, both within the Institute and without, including the use of retired public servants, valuable in regard to Public relations, with emphasis on delivery-end and bearing direct relevance to current national problems.

Among the subjects in Appendix B, the Committee assigns priority to the following fields of study:

1. Panchayati Raj
 2. Public Enterprises
 3. The Citizen and the Administration
 4. The Administrative Machinery of Government including matters relating to public Services in the Union and States, with particular reference to recruitment and training practices and procedure in the context of Developmental Administration.
 5. Organisation and Administration of Scientific and Industrial Research under the Ministries and Public Sector Industries.
 6. Socio-Economic Legislation and Administration.
8. *Research Projects under the Ford Foundation Supplementary Grant*

The Ford Foundation grant provides for the following under Research:

(1) *Basic Research on the Panchayati Raj—Community Development Programme.* This will be a five-year project. It will take the first year to plan the study and to recruit the necessary staff.

(2) *Depth study of India's experience in preparing its three Five Year Plans.* This will be a three-year project to be undertaken in collaboration with the Syracuse University, as a co-operative research programme. One foreign Research Professor for two years is provided for in the grant.

(3) *Depth Study of the administration of all technical assistance programme in India to see that lessons can be distilled from the ten years of experience in India.* This will be a two-year project. There is provision for one foreign Research Professor for one year.

(4) *Selective studies in the Administrative History of India.* It will initially be a two-year project.

(5) *A case study programme of significant administrative decisions.* See para 19 below.

With regard to project No. 3, the Committee notes that a study of U.N. Technical Assistance to India has already been assigned with the approval of the Standing Committee of the Executive Council, accorded at its sixtieth meeting held on the 9th February, 1962. Action regarding others is yet to be taken.

In this connection the Committee also considered the suggestion received from Shri S.K. Dey, Minister for Community Development and Co-operation, in his letter of May 7, 1962, to the Chairman, suggesting that the Institute should develop a strong faculty of Local Government, which could specially devote its attention to study and research, and the conduct of regular and special courses, in the field of Local Government, and in particular the Public Administration aspect of Panchayati Raj. The Committee understood from Shri S. Chakravarthi of that Ministry, who was coopted for the purpose, that apart from the grant made available by the Ford Foundation for basic research on the Panchayati Raj—Community Development Programme, the National Institute of Community Development could also make available grants for any specific research projects undertaken with its approval. The Committee accepted in principle the development of a strong unit of Local Government, which might eventually serve as a centre, not only for India but for the whole of the East. Details of research projects to be undertaken may be considered by the Committee of Direction for Research in consultation with the Ministry.

9. *Surveys and Research on behalf of the Central and State Governments*

At the request of the Government of India, the Institute undertook a study of the problem of the Flight of Technical Personnel in Public Enterprises. The study was entrusted to a member of the teaching staff of the School in Economic Administration, who was advised by a group of six senior public officials.

Another study undertaken by the Institute at the suggestion of the Government of India related to the assessment of efficiency of the Rupnarayanpur Cables Factory. This was entrusted to a senior member of the Research staff of the Institute assisted by a Research Officer.

The report of the first study has been submitted to Government and that on the second will be transmitted to Government shortly. Both the projects have been financed from the resources of the Institute without any special grant from Government.

Notwithstanding the fact that, in the two cases mentioned above, no grant was obtained from Government specifically for those projects, any idea that a special grant may detract from the objectivity of the Institute's study would not seem to be correct and as the recurring grant from Government is a fixed amount, it would be as well that projects specially entrusted by Government and other authorities are, as far as possible, paid for by them, particularly if the cost involved is likely to be substantial. In this connection, it may be interesting to note that a similar line of thinking prevails in regard to The Royal Institute of Public Administration. Prof. W.A. Robson, addressing the Institute on April 27, 1961, said as follows:

"The Institute is supported by H.M. Government, by many local authorities, by the great public corporations, and by several of the hospital boards. So far, however, we have not been asked to carry out investigations on behalf of any of these public authorities. While the Institute's research programme should be determined mainly by our own views of what needs investigation, I hope the Institute, no less than the universities, will come to be increasingly used by Public authorities as bodies to whom they can entrust research projects, where necessary under contract. This happens on a large scale in the physical and medical sciences and in the engineering faculties of the universities, but only one or two departments have followed suit in the social sciences."

10. *Specialist Units for Research*

Mention was made in the Seventh Annual Report (page 9) of the decision of the Committee of Direction that the Research staff of the Institute might be organised into a number of suitable units.

The suggested examples for units were:

- (1) Constitutional Problems
- (2) Urban Government and Community Development

- (3) O & M
- (4) Personnel Administration
- (5) Financial Administration
- (6) Public Enterprises
- (7) Social Welfare Administration

The actual units now functioning may be described as follows:

- (1) Urban Government
- (2) Community Development and Panchayati Raj
- (3) Public Administration: (a) Personnel, and (b) O & M
- (4) Social Welfare Administration
- (5) Economic Administration.
 - (a) Financial Administration
 - (b) Public Enterprises
 - (c) Economic Regulation and Control

- (6) The machinery of the Central Government

The Committee's views in the matter are as follows:

(a) It is of the utmost importance that teaching and research should be integrated closely. It should be a part of the normal duty of a teacher to engage in research in the field of his specialisation, to collect teaching material in the field and to guide research students. To enable teachers to undertake research, their teaching load should be kept within reasonable limits and they should be provided with Research Assistants and other facilities such as conveyance, typing assistance, travel documents and books, etc. needed for their research. If the School is to obtain the authority to confer Master's degree and Doctorate in the field of Public Administration, the combination of research and teaching is an essential prerequisite.

(b) Similarly, the senior members of the Research Division should be given a measure of teaching work in the field of their specialisation, for the Master's Diploma as also for short-term courses, and the duty of guiding research in addition to conducting research on their own, on projects assigned to them by the Institute.

(c) From the point of view of both teaching and advanced research it is necessary for the Institute and School to have their own specialists in at least the more important branches of Public Administration. The urgent need for a corps of specialists has been brought home by the experience of the School during the last four years in conducting short-term training courses. The development of expertise in public administration in the Institute and School may be undertaken in the following ways:

- (i) Training of the existing staff in the School and Research Division; and

- (ii) the establishment of specialist units for the study of the different branches of Public Administration.

(d) The further training of both the research and teaching staff should include: (i) attachment, wherever possible, for a period of six months to a year to suitable governmental organisations, including those engaged in planning and implementation of programme, in the field of their specialisation; and (ii) training in field research.

(e) Specialist units should be constituted in the different branches of Public Administration by utilising both the academic staff of the School and the members of the Research staff. Each Specialist unit or group of units should be under a Professor, or Reader, or a senior member of the Research staff who would be responsible for developing it. The academic staff of the School and the Research Division, both senior and junior, should be allocated to those units so that each unit may have the requisite personnel to develop a high degree of specialisation. The specialist units may cover the following subjects either separately for each subject or for homogeneous groups of subjects from them as is found practicable:

- (i) The Machinery of Government in the Union and States and O & M.
- (ii) International Administrative and Comparative Studies in Administration.
- (iii) Co-ordination with Universities and Scientific Research Institutions.
- (iv) Economic Development.
- (v) Public Personnel Administration and Human Relations.
- (vi) Constitutional Development—Administrative Law and Regulation—Judicial interpretation of the Constitution.
- (vii) Urban and Metropolitan Local Government.
- (viii) Rural Local Government—Panchayati Raj and Community Development.
- (ix) Public Enterprise.
- (x) Planning.
- (xi) The State and Private Enterprise.
- (xii) Budgeting—Taxation—Financial Relations—Financial Control.
- (xiii) Social Welfare Administration and Labour Problems and Labour Laws.
- (xiv) Socio-economic Legislation and Administration.

(xv) Statistics and Research Methods.

The Professor, Reader or Research Officer placed in charge of a unit or group of units should be provided with the necessary complement of Research Assistants and other facilities. The present sanctioned strength of Assistant Research Officers and Research Assistants (Grades VII & VI) is 4 in each grade. At least 4 more Assistants in Grade VI may be necessary in the immediate future for the additional units.

The Committee of Direction will, no doubt, list from time to time a number of subjects under each specialist unit. Shri Athreya suggests that these should be under three categories—specific problems, broad canvas and continuing review.

11. *Review of Progress and Evaluation*

The Committee considers that there should be an annual review of progress in research, and a quinquennial evaluation, the first being undertaken in 1963.

12. *Staff Committee on Research*

The senior Research staff and the staff of the School may constitute themselves into an internal committee to discuss among themselves the progress of research schemes, and to co-ordinate and expedite them.

13. *Research Fellowships*

A recent development is the institution of a number of Senior Research Fellowships tenable at the School for candidates preparing either for the Ph.D. degree in a university or working on approved projects with a definite target date intended to lead to the publication of the research work undertaken. These Research Fellows work under the teachers of the School or the Assistant Chief Research Officer. A Fellow is allowed Rs. 400 p.m.; but if he is an employed person, he is allowed his grade pay and allowances plus 20% thereon subject to a ceiling of Rs. 500 p.m. and a minimum of Rs. 400 p.m. Six Fellowships have been awarded under the scheme to teachers from the Universities or to officers on leave from Government for research on the History of the Public Services, Parliamentary Control over Finance, a Comparative Study of Panchayati Raj, Union-State Relations, and the Regulation of Industry. The first two of these studies are nearing completion, while the others are in various stages of progress.

The Committee considers that in order to attract well qualified persons from the civil services and the universities and potential Ph.D. candidates with a promising academic background, the number of Fellowships should be increased. The

Committee suggests that provision should be made for a dozen Fellowships in a year, subject to review after the first year. The value of a few of the Fellowships may be raised so as to attract senior personnel in government service to spend a year or two on research, on study leave.

The Committee recommends two categories of Fellowships, Junior and Senior. The former shall carry emoluments ranging between Rs. 300 and 600 and the latter between Rs. 600 and Rs. 900.

14. *Target dates*

While quality should be the main objective, target dates are also important for each research project and should be set in advance. In para 7, the Committee has already indicated certain subjects with priorities. The spreading of the remaining subjects over the plan period and the fixing of target dates will require more detailed consideration which may be left to the Committee of Direction. That Committee will also no doubt lay down from time to time targets for one or two years at a time within the broad objectives and areas like: (a) Basic material (Descriptive monographs), (b) Field studies, (c) Critical studies, (d) Surveys for Government, and (e) Relations between the Administration and the Public, indicated earlier in the Report.

15. *Study Groups*

A Study Group on "The Public Transport System in Delhi" was set up in August 1957 and its report has already been published.

Another Study Group on "The Organisation of the Indian Central Government Since 1947—a historical and analytical survey" is in hand.

When an action programme was drawn up by the Institute in 1954, it contemplated that study projects relating to "The Administration and the Citizen", should be entrusted to joint teams of administrators and citizens. The former might include some officials who were directly concerned with the particular subject and some who were not. The latter would similarly include persons who were directly affected, and also some who represent general but enlightened interests, e.g., University Faculties, Welfare Organisations, professional bodies, etc. As one of the subjects to which the Committee attaches high priority is the relationship between the citizen and the Administration, the Committee reiterates these views expressed in 1954.

16. *Seminars and Conferences*

Seminars and Conferences are designed to facilitate exchange of ideas and information about the latest developments in the

various branches of Public Administration. They help to bring together administrators, University teachers and research workers and to stimulate further thinking.

Conferences have served to stimulate further thinking and focus attention on important administrative problems. The reports of the following Seminars and Conferences held in the past have already been published.

1. The Study of Public Administration at Indian Universities (1956)
2. Recruitment and Training for Public Services (1957)
3. Administrative Problems of State Enterprises in India (1957)
4. The Pattern of Rural Government (1958)
5. Improving City Government (1959)
6. Morale in the Public Services (1959)
7. State Undertakings (1959)

The time and effort involved in organizing Conferences is not negligible and consequently, it is possible to have only a limited number of them in a year. As a general plan, two conferences might be held in a year, excluding the annual conference of members of the Institute following the General Body Meeting. Regarding the latter, the Committee considers that it should be planned well in advance in order to enable the preparation of papers in good time and a maximum number of members to participate in the discussions.

17. *Lectures*

The Institute's programme has always included a number of public lectures by eminent persons. Many of these lectures have also been published either in the Journal or in separate booklets issued by the Institute or through the Asia Publishing House.

Like the Journal, the Newsletter and the Abstracts, single lectures are sent free to all members. These lectures are delivered generally in the winter months and in some cases the lecturers are paid an honorarium. The system has worked well and has proved useful.

18. *Collaboration with other bodies in organizing Conferences and Workshops*

In 1959 the Institute made organisational arrangements on behalf of the Government of India for a "Seminar" on "Management of Public Industrial Enterprises in the ECAFE Region."

Again in 1960 it made arrangements for the Regional "Seminar" organised under the Regional Technical Assistance Programme of UNESCO on "Public Administration Problems of New and Rapidly Growing Towns in South and South-East Asia". In February 1961 a "Seminar" on "South and South-East Asia has a Second Look at Democracy" was held under the joint sponsorship of the Institute and the Congress for Cultural Freedom. A workshop in collaboration with the Central O & M Division was organised in January 1961.

The Committee considers that such collaboration is very useful and desirable and should continue to be welcomed.

19. *Case Studies*

The importance of Case Studies for instruction and teaching in Public Administration was underlined at the "Seminar on the Study of Public Administration at the Indian Universities" convened by the Institute in May 1956. The Committee on Case Studies has been functioning since March 1961. The main objectives of the Case Study Programme may be defined as follows:

- (i) To build up a body of systematic knowledge about the administrative process in India; this will be of use in the teaching of Public Administration and also in indicating improvements in administrative practices and procedures; and
- (ii) to promote a deeper and wider understanding of the functioning of Indian Administration in its environmental and institutional framework.

The Committee has also laid down the kind of cases to be selected for study. No case study, if it relates to matters concerning Government and is based on unpublished government documents, will be published till clearance has been obtained from the concerned Department of Government.

One Case Study has been published in the issue of the Indian Journal of Public Administration for July-Sept., 1962. Eight other Case Studies have been completed and all the nine Case Studies are expected to be published in the form of a Case Book by the end of the year.

Dr. Appleby has said that Case Studies by the Institute "should be continued for a quite long time on two conditions—the cases continue to prove realistic and illuminating, and they not be regarded as the only way of developing insights or teaching materials." These views are largely in consonance with those of the Committee on Case Studies which has been following a policy of caution to ensure that each case is useful from the

point of view of administrative principles and methods or for teaching of Public Administration.

This Committee generally agrees with the above approach. Since the case programme is financed from the Ford Foundation grant which has regarded it as a three-year project, the future of this programme, after that period, would depend very much upon the results obtained within it and the resources available after the Foundation help ceases.

The Committee is glad to note that instructions have since been issued by the Government of India authorising the Secretaries to Ministries and Heads of Departments to release case material of real educative value to accredited case-writers. An authentic summary of these instructions is reproduced below:

“The pilot project launched in March last by the Indian Institute of Public Administration using only ‘burnt out’ cases of recent origin, which were significant for the purpose of illustrating administrative principles and practices, disclosed that one of the difficulties facing the case-writers was that of obtaining connected material from the departments. This, it was found, was attributable to a general provision in the Central Civil Services (Conduct) Rules, 1955, which, in the absence of special orders, forbids release of official documents of information to any unauthorised person. After carefully considering the matter, the Government have, on the recommendations made by the Committee on Administration, issued instructions authorising the Secretaries of Ministries/Heads of Departments to release case material of real educative value to accredited case-writers so that these could be used for teaching purposes in administrative training institutes.”

20. *Personnel Development for Research*

As a part of the research work of the Institute, it will be necessary for the School to undertake the training of advanced research workers by the institution of a Course on Research Methodology and Field Research, by extending the School course on the subject to the junior research staff of the Institute.

III

EDUCATION AND TRAINING

THE SCHOOL

1. *Establishment of the School*

A Committee on the School of Public Administration was appointed on the 19th December, 1956 to propose a scheme for the School and its staff and to consider also, in connection with the foreign training of the latter, the question of Fellowships abroad. In March 1954, Dr. Appleby had also given his detailed suggestions concerning professional training in Public Administration. He envisaged in the long run one School at Delhi and three in various State Capitals at some distance from Delhi. He stressed the provision of more and better courses in Public Administration at still other institutions as an objective, and considered it necessary to have arrangements for Civil Service personnel to be given full-time appointments in the School, besides professional academic persons. Academic persons, wherever possible, should have terms of actual work assignments in the Centre and/or in one of the State Governments.

2. The School was established in 1958 to serve as the educational and training wing of the Institute. Its major functions are to provide facilities for advanced study and research in the field of administration and to serve as a training centre principally for officials and teachers and for others who may be interested in the study of public administration both from India and nearby South-East Asian countries. The School is part of the educational activity of the Institute, and should not create any split personality in it.

3. *Administration*

In the management of the School, the Executive Council is assisted by the School Advisory Board, which is consulted on all matters of general policy, the appointment of staff, service conditions and on other staff questions. The Principal is ex officio Secretary of the School Advisory Board.

All academic questions, such as courses to be given at the School, Examinations, Research Fellowships, are referred to an Academic Committee which includes the Principal, all Professors and other teachers and a number of experts, both administrative and academic.

All matters relating to the day-to-day running of the School, such as attendance, discipline, the award of scholarships, etc. are determined at the Faculty meetings periodically held under the chairmanship of the Principal.

The Committee considers it desirable that the powers and responsibilities of the different bodies should be clearly defined in Bye-laws adopted by the Executive Council. This is necessary if the School is to secure recognition of the Government as an institution of higher education.

4. Courses

Since its inception the School has been providing courses leading to the Master's Diploma in Public Administration. The duration of the course was two years for ordinary graduates and one year for M.As., and officials with experience. Partly in view of the lack of sufficient response to the two-year course, in the absence of power to confer degrees, and even more with a view to concentrating on higher teaching and research, this course was abolished with effect from the academic year 1962-63, with admissions limited to holders of a Master's degree in the social sciences, and officials holding a degree with a minimum of three years' experience in the public service.

The curriculum for the Master's Diploma Course was revised by the Academic Committee in March 1961, and provides for the study of basic subjects in the first term (July-December) and offers a choice of subjects in the different fields of Public Administration during the second term (January-May).

Instruction is partly through lectures and partly through seminars and discussion groups. The academic staff of the School deliver the formal lectures in the different subjects and guide the written work of the students, while senior officials of the Government of India and senior business executives and other experts participate in the seminars.

The School also provides a number of short-term training courses every year. Beginning in 1959, eleven short-term courses have been given so far. The duration of these courses varies from 2 weeks to 5 months. The courses are normally under the charge of a Professor of the School and are conducted with the help of experts drawn from Government and business. The School itself programmes to give some of these courses or, alternately, the School undertakes these courses at the request of the Government or a public enterprise. From a third to a half of the work done at the School, directly or indirectly, concerns short-term training programmes; so training may be regarded as one of the major activities of the School.

5. *A Diploma or Certificate Course outside office hours or by post*

Shri G.C. Singhvi has suggested that the one-year course of the M.D.P.A. could be divided into two parts. The first examination could be for a Diploma and the final examination for

a Master's Diploma. Under the scheme advocated by him persons having the Master's degree in the social sciences and officials holding a degree with a minimum of three years' service in an administrative capacity will be eligible to appear as external candidates for the Diploma examination. Only those who pass this examination will be eligible to join the M.D.P.A. course which, he suggests, should be for four months only.

He considers that if the term is limited to four months, Government officials can avail themselves of four months' earned leave, without much difficulty and attend the course. At the moment, excepting those deputed by Government, they have to get leave for ten months, which creates difficulty in sanction. He suggests that this course could be run thrice a year.

Suggestions for part-time courses outside office hours for persons already employed have been received in the past also. The Institute's attitude hitherto has been that the School should first get fully stabilised before additional activities could be undertaken. Further, since the teachers are expected to do research in addition to normal teaching, have also to attend to short-term courses and with increasing emphasis on research activities have to devote more and more time to Ph.D. students, part-time certificate courses are not immediately feasible.

The Committee has given careful consideration to the suggestions made by Shri Singhvi.

It also took note of the following observations of Dr. Appleby.

"Perhaps the easiest direct aid for the Institute to give to government would be to offer some night lectures—or even a night course—to engineers, physicians, managing directors, scientists, educators and other specialists who are engaged in governmental programmes. Most administration is in fact carried on by just such persons and they usually expend a lot of energy fruitlessly fighting the processes of review, co-ordination and control, systematic personnel requirements, and the like, because they have no understanding of these terms, and to encourage them to develop appropriate skills in these areas, would be a very important service. A secretarial faculty could be readily assembled for this purpose and academic faculty members who attended could soon see how to make their own contribution to this activity."

The Committee agrees to the holding of an examination of an all-India character that would be lower in rank than that prescribed for the M.D.P.A. course. For this purpose, evening classes may be conducted in Delhi and, if possible, in other big cities with the help of the Regional Branches of the Institute.

All graduates or technical diploma holders of equivalent qualifications should be eligible for this course. For those who cannot attend these classes a correspondence course could be considered. The syllabus will have to be carefully drawn up. So long as only a Master's Diploma is granted by the Institute for those who successfully complete the one year's course, those who take the examination suggested by Shri Singhvi, may be given a certificate on successfully completing the course. If the M.D.P.A. becomes a degree, the certificate may also be raised to a diploma status.

6. *M.D.P.A. Course*

The Committee does not consider that passing the certificate course should be a pre-requisite for admission to the M.D.P.A. course. The existing admission requirements for the M.D.P.A. course as prescribed in the first sub-para of para 4 above may continue.

The Committee does not agree to the discontinuance of the M.D.P.A. course as a one-year course, merely to enable Government servants to complete it within a period of four month's earned leave. The object that Shri Singhvi had in view can, however, be best achieved by making it known that the four fundamental courses given in the first term of the M.D.P.A. course can be taken as a whole and by themselves by Government officers. The optional courses start in the second term only and the first term is devoted to compulsory courses in Contemporary Government, Public Administration, Economic Policy and Administration and Social Policy and Administration. Those who can afford the time should continue to have the benefit of the full one-year course. Any shortening of the course will detract from the value of the M.D.P.A.

The Committee also likes to make the following general observations regarding the M.D.P.A. course.

- (1) The admission of students to the M.D.P.A. course should continue to be highly selective. The greater part of the student body should consist of officers and teachers and only a small number of general students should be admitted. The latter too should be mature students and should be potential Ph.D. candidates interested in pursuing higher research in Public Administration. The strength of the class should be kept at 50 or below.
- (2) Certain subjects in the curriculum should be basic and compulsory as at present, and an option permitted from among a number of subjects; the latter should include at least one course concerned with a definite

programme undertaken by the Central or a State Government.

- (3) The teaching materials used should be largely Indian and teachers should be constantly preparing teaching materials for use. Maximum use should be made of public documents in India and also of public documents from other countries, especially from Britain and the United States.
- (4) The possibility of an internship in Government or Public Enterprises and other suitable organisations for candidates taking the M.D.P.A. course should be explored.
- (5) Greater use should be made of personnel of Government, at high levels, for seminars and discussions and, if possible, for some of the lectures to be delivered to the students.

7. *Training Courses*

- (1) It has already been noted that these courses have become an important part of the activities of the school. A good part of the time of the Vice-Principal and at least one other member of the staff is given to the organisation and conduct of the short-term training programmes. It is necessary to provide the Principal with some permanent assistance for this work. The Administrative Assistant to the Principal with a senior clerk and a temporary typist has been providing this assistance. This will have to continue as a regular arrangement.
- (2) Programming of the short-term courses should be done well in advance of the courses; if possible, the programming should be done during the summer vacation and announced in the School Prospectus for the year before the School reopens. The School should plan to give normally four courses in a year. One or two of these courses may be of a repeat type, like the Military Lands and Cantonment Officers Course, which develops the experience and skill of the staff. The others may be on a subject rather than on a service basis. This would bring different services together and help cross-fertilisation of ideas. Actually even existing courses, like the M.L. & C. course, have a functional basis and are open, the Committee understands, to others also.
- (3) For each course that is contemplated, the Committee would suggest the constitution of an advisory

Committee consisting of senior Government personnel, senior executives from business, and members of the Faculty, as seems appropriate to the nature and purpose of the course.

- (4) Apart from short-term training courses, lasting from 2 weeks to 4/5 months, the School may consider the possibility of holding refresher courses—conferences to impart instruction in the changing pattern of administration, objectives, attitudes, skills, and techniques over week-ends for small groups of 16 to 20 middle-level administrators and executives. Perhaps it might be possible for the School to arrange two such brief refresher courses in a year.

The Committee notes that in the short-term courses a great part of the lecturing has been entrusted to guest speakers from outside. While this practice has the advantage on the side of expertise and practicality, the courses given tend to lose coherence as a single mind is not in charge of a particular subject or a group of subjects. The only way in which this difficulty can be got over is by the development in the staff of the School and the Research Division real expertise in the different fields in which short-term training courses are undertaken. The need for such staff development has already been referred to earlier.

As a general rule, the members of the Faculty of the School and the Research Division should give at least 50% of the lectures in the short-term training courses.

8. *Short-term course for University or College Teachers of Public Administration*

The Committee recommends that a short-term course for two weeks or so during the X'mas or Pooja holidays or other suitable time be held every year for University or College teachers of Public Administration.

9. *Regular or special courses in the field of Local Government and Public Administration aspect of Panchayati Raj*

The Committee considered the suggestion in Shri S.K. Dey's letter of May 7, 1962, to the Chairman regarding regular or special courses in the IIPA in the field of Local Government and in particular the Public Administration aspect of Panchayati Raj. The Institute conducted a short-term training course for about six weeks from March 5, 1962 for a group consisting of some Principals and Instructors in Orientation and Study Centres and Extension Training Centres and a few selected Block Development Officers. It was understood from Shri S. Chakravarthi

of the Ministry of Community Development that the contemplated courses were mainly intended for the training of trainers and may be of about three months' duration and about three courses may be given in a year. He also stated that the Ministry may consider the question of financial assistance for the training programme of the centre as for the research programme mentioned earlier. The Committee agrees in principle to the running of such courses if the resources are made available. The details of the training may be drawn out by a Training Committee. These courses may also attract Chairmen of Zila Parishads, Members of the Legislature and the like and if they desire to take advantage of them, facilities should be given.

10. *Expansion of Teaching Staff*

The various suggestions relating to part-time and correspondence courses and short-term regular or special courses may place a load on the teaching staff greater than the relief due to abolition of the two-year course. The teaching staff have also suggested that each member thereof should be granted a year's sabbatical leave in every five years of service for study, research and writing. These require to be considered by the School Advisory Board. Even if these ideas are agreed to, how soon they can be brought into force will depend upon finding the necessary resources.

11. *Power to grant Degrees*

The Committee notes that action is being taken to secure for the Institute recognition as an institution of higher education in terms of the University Grants Commission Act, empowered to confer Master's degrees and doctorates in the field of Public Administration. The Committee agrees with the action proposed and suggests that the matter be pursued vigorously.

12. *Training of Research Staff*

As already stated in the Section on "Research" the School should undertake to train research workers by courses in Methodology, and Field Research.

13. *Training under the Ford Foundation Programme*

The Ford Foundation grant envisages the following training programmes, which are yet to be implemented.

- (1) *A one-year reflective training programme to be repeated annually for 20 young (age 35-40) carefully selected District Officers and other appropriate officials.*

The first three months of this course would be organised study-cum-observations in the U.K. and the U.S., to expand

horizons and to initiate the process of self-examination. The nine months in the Institute would be organised to permit maximum time for library reading and would also include writing a paper, participation in a carefully designed seminar, and attendance at a limited number of lectures.

To assure balanced representations, one official should be selected from each of the fifteen States and five should come from the Centre.

During the first year of the programme, it will be necessary to work out policies with the Centre and States to set up procedures for leave with salary, and to develop a selection procedure. During the second year, 10 officers will be selected and for each year, thereafter, for the rest of the five year programme, the full quota of 20 will be chosen.

The Ford Foundation will make available one Visiting Professor to help with the organisation and execution of a Seminar on developmental administration for this group. To do this the Visiting teacher would come at the beginning of the second year.

The joint-meeting of the local members of the School Advisory Board and the Committee of Direction held on the 26th February, 1962 thought that the period of training may have to be shortened to 9 months instead of one year as proposed, both on grounds of feasibility from the point of view of the load on the teachers in the ISPA and the Hostel accommodation. They also suggested that instead of the study tour abroad coming at the beginning of the training the first two months could be in India, the next 3 to 4 months may be abroad and the last period again spent in India.

There have been other suggestions also both regarding the period of the training and the manner in which the officers should be selected for the training. Shri Singhvi has suggested that the officials should be selected not on the basis of one for each State and five for the Centre as proposed but one from each one of the following 20 fields pertaining to different branches of Public Administration:

1. Agricultural Administration,
2. Army Administration,
3. Audit Administration,
4. Co-operation Administration,
5. Developmental Administration,
6. Financial Administration,
7. Forest Administration,
8. Health Administration,
9. Industrial Administration,

10. Irrigation Administration,
11. Labour Administration,
12. Land Revenue Administration,
13. Municipal Administration,
14. Police Administration,
15. Prisons Administration,
16. P.W.D. Administration,
17. P & T Administration,
18. Railway Administration,
19. Secretariat Administration,
20. University Administration.

He has also suggested that a high-powered Selection Body having officers with a variety of experience should be appointed with two experts in each branch coopted.

He has further suggested that these District Officers should be holders of the Institute's Master's Diploma in Public Administration.

The Committee is of the opinion that within the basic idea of the scheme to confine it to District Officers and other appropriate officials, the selection could be so made as to provide for persons with a variety of experience such as Shri Singhvi has indicated. The Committee understands that as usual there will be a suitable Selection Committee for dealing with the recommendations from the Central and State Governments. As regards the suggestion that the selection should be limited to the holders of the Institute's M.D.P.A., the Committee considers that this is neither practicable at present nor desirable in principle.

Shri Athreya has made the following comments:

"The first four months of this course would be organised to permit maximum time for library reading, writing a paper stating a problem now faced by the country or likely to be faced in the next five years, making a study tour of our country and having discussions with appropriate authorities. The next six months will be spent in UK, US or other countries to expand horizons and to initiate the process of self-examination. Three of these months may be spent in a course which have been known to help develop sensitivity, attitudes, skills, etc. and the other three months in a study tour with special reference to the problem allotted to the candidate. When he returns, he will prepare a paper stating his finding and recommendations and may participate in a seminar or two on the topic for the benefit of those dealing with such a subject. This may take the last two months.

If needed, the period can be extended. The problems the country is likely to face in the next 5-10 years, skills like computer technology which we will need sooner than we expect—these should be carefully chosen and allotted to the young men. A purposeful project of this kind will mean a pay off to the country and satisfaction to the individual. Incidentally, the material they produce may be fit enough material for the Institute's publications."

Shri Athreya has also remarked as below regarding the period necessary to work out policies with the Centre and the States regarding selection procedure, etc. :

"That one year should be taken for this purpose seems much too liberal. If this project is really important not more than three months should be allotted for the preparation and more so because some special high power staff are to be allotted for the purpose."

The other members of the Committee feel that these are important matters of detail on which a decision should be taken after due consideration by the proposed Committee on Training.

- (2) *An annual Study-cum-seminar programme in developmental administration for 25 carefully selected assistant District developmental officers who will be serving in the District services of the Panchayati Raj Programme.*

This seminar is in response to a request from the Ministry of Community Development.

The first year should be spent in developing selection procedures and formulating a challenging six months' seminar on developmental administration for this group. A reference is in this connection invited to para 9 above.

In this connection Shri Singhvi has made a suggestion that prior to introducing this programme the State Governments should be persuaded through the Government of India to have a separate cadre of service for developmental administration.

The Committee considers that the proposal is not free from difficulties and involves many administrative complications which have to be carefully examined and resolved before it can be pursued further. It would not, therefore, support Shri Singhvi's recommendation at this stage.

14. *Administrative Support to the School from Ford Foundation*

To enable the School systematically to assume a greater role in developmental administration, *two experienced administrators* who are close to retirement or who have recently retired (in general

this means about 55 years of age) are to be added to the School immediately. During *each* additional year for at least *five* years *one* additional staff officer of this sort should be added.

15. *Evaluation Committee*

The Committee suggests that an Evaluation Committee should review periodically the work of the teaching staff and also courses, curricula and teaching staff methods.

16. *Fellowships in India*

Short-term Fellowships of the duration of four to six months for senior teachers and Government officers for study and research on specified subjects had been in contemplation for some years. The intention was to give academic men better insight by attachment to some Government unit and to bring Government officers into an academic atmosphere for some time by attachment to this Institute or a University to broaden their vision. The latter has not so far been actually put in practice. The Fellowships were, however, awarded some months ago to two University teachers. Continuance of the scheme as an experiment for a year or two more is recommended.

17. *Foreign Fellowships*

The Institute's Foreign Programme is financed from the Ford Foundation grant. In the past both University teachers, officers of Government and senior members of the staff of the Institute and the School have benefited by it.

For the future, the new grant from the Ford Foundation provided for two members of the Institute's staff and two teachers from University being sent abroad for training every year during the Five Year Programme period.

IV

PUBLICATIONS

PERIODICALS

JOURNAL

1. *Editorship*

The Indian Journal of Public Administration (Quarterly) is edited by an honorary Editor who is assisted by an Editorial Board and a full-time Assistant to the Editor. The Director acts as a link and a guide in co-ordinating the work of publication. The present arrangement of having an honorary part-time Editor besides being economical has the advantage of making it possible to have the services of a person at a higher level and with a richer experience than would be available otherwise.

The Committee considers that this arrangement may continue.

2. *Quality*

Dr. Appleby after remarking about "the quality of the Journal attained so quickly" has made a few suggestions for improving it:

(a) By its nature, a good deal of the content of a professional journal will be heavy and lengthy. Public Administration, after all, has some lighter moments and it would be well to secure end-of-page bits of flavour, interest and humour.

(b) Quick mail solicitation coupled with library work might bring equal or better results.

(c) An annual prize, announced well in advance, for the outstanding serious article of the year on a general subject decided by the Institute to be in special need of attention might improve quality and reader interest alike.

What has been suggested in (a) & (b) is to some extent already being done. Regarding (c) there is an annual prize essay competition and it has been the practice to include the prize-winning essay in the Journal though last time as there were three on the same subject, only the one that won the first prize was included. All the same the suggestions made by Dr. Appleby are valuable and are commended.

The Committee also recommends that effort should be made to include in the pages of the Journal special studies based on research by the members of the staff of the Institute and School or by other scholars.

Shri Singhvi has suggested that a section in the Journal should be devoted to brief suggestions directed to improve the theory and practice of Public Administration.

Even now the Journal will be glad to publish suggestions which are worth consideration but they need not be as brief (limited to 4-5 lines) as Shri Singhvi has suggested. Unfortunately such suggestions are rare.

3. *Circulation of the Journal*

The Committee notes that the increase in circulation of the Journal has already received the attention of the Executive Council at its 44th meeting held on the 9th December, 1961 and in accordance with its decision Chief Secretaries to State Governments have been addressed to make bulk purchases of the Journal for distribution to Panchayat Samitis, Zila Parishads, etc. Arrangements for advertising the Journal on a mutual basis in important journals in India in the same way as is now done in corresponding journals in the U.S.A. and U.K. have made substantial progress.

4. *Size of the Journal*

The Executive Council has already on the recommendation of the Economy Committee fixed the size of the Journal at 500 pages for the year, providing for some elasticity in regard to any special issue in any quarter.

The Committee has no observations to make on this.

5. *Newsletter*

The Newsletter is a monthly in 8 pages and covers news relating to the Institute, the Centre, the States and foreign countries as also important judicial decisions affecting Public Administration. Correspondents have been appointed in States to furnish news relating to their States. There is no similar arrangement at the Centre or in the Union Territories.

The Committee has the following suggestions to make:

(1) The geographical division of the news in the Newsletter should be supplemented by special attention to news of topical interest relating to Public Enterprises and Panchayati Raj.

(2) For this purpose special arrangements may be made with the Ministry of Community Development and Co-operation and the Ministry of Commerce and Industry.

(3) The scope of the Newsletter may be extended to cover more fully than at present foreign developments in the field of administration.

(4) If necessary the number of pages may be increased or single short supplements issued with the Newsletter.

(5) In respect of this as well as other periodicals the utmost effort should be made to maintain regularity in their appearance. In the case of the Newsletter, the fact that the postal concession is admissible only if it is posted on or before the 22nd of every month to some extent acts as a safeguard against delay in publication.

6. *Public Administration Abstracts and Index of Articles*

This is a unique publication and is issued monthly. The question whether it is the Editorial Division or the Library that should be responsible for its issue has sometimes been raised and it has been found convenient to issue it from the Library.

The Committee does not desire to disturb this arrangement.

All the above periodicals are supplied free to members.

7. *Additional Periodicals*

The Committee considers that much material of value particularly published in French, German or Russian in the field of Public Administration is not easily available to those interested in the subject in India. The Library should constantly be on the look out to see if such material is available in English and if so to procure it.

The Committee also suggests that the feasibility of translation of such material and its inclusion in a six-monthly or even an annual abstract should be explored.

8. The Committee considers that the Institute should undertake another periodical publication as follows:

Annual Review of Administrative Developments in India and a supporting volume of selective and not easily available documents relating to administrative developments;

9. *Other Publications*

The list of publications of the Institute will be found in Appendix G.

(a) Books published by the Institute, are published either by the Institute itself or by Messrs. Asia Publishing House on behalf of the Institute. On the former, members get a discount of 25% on the published price.

(b) Occasional lectures, seminar proceedings, proceedings of annual conferences, reports of study groups, etc. are also published by the Institute. Single lectures, if printed, are given free to members.

(c) The Committee considers that books which are the products of group study, or of individual research carried out under the auspices of the Institute and lectures delivered at the School or the Institute of outstanding importance, should continue to be published as and when these become available.

(d) The Committee recommends that steps should be taken for encouraging the production of such books through suitable prizes and other awards.

(e) The Committee notes the decision recently taken by the Executive Council at its meeting on the 11th March, 1962 for publication under the auspices of the Institute of doctoral theses approved by universities after their suitability for publication has been examined by an expert chosen for the purpose in each case.

(f) The Committee suggests that the Institute may undertake itself or through other agencies the publication of cheaper editions of foreign books in the field of public administration.

(g) The Committee would lay special emphasis on the need for maintaining the highest academic standards of the publications appearing under its auspices and in order to ensure its high quality the Institute should make use of competent readers, where necessary.

(h) The Institute should arrange to bring out a National Bibliography on Administration.

The new feature in the Journal "Book Notes" is a welcome addition to it.

(i) The publication of this volume and the Annual Review of Administrative Developments referred to in para 8 above should be the responsibility of an Editorial Committee consisting of three senior members of the teaching and research staff, with one of them designated as Editor. The Editor should be given such assistance as he may need in the discharge of his duties.

(j) Improvement of the Reference Service has been dealt with in Section V.

10. *Editorial Board*

The Committee suggests that the Editorial Board which consists of the Editor, the Director and two other members may be expanded to include more persons and diverse experience.

11. *Publication Programme*

There should be a publication programme for every year of descriptive monographs, research studies, reports of seminars and conferences, etc.

LIBRARY & REFERENCE SERVICES

1. *Library*

(a) Dr. Appleby has described the Institute's Library as "an outstanding achievement". The programme of research and training recommended by the Committee requires a purposive and systematic development of the resources of the Library in books and documents, especially the latter, essential to research. There are often difficulties in the collection of documents by the Library as also in getting back numbers of important periodicals and scarce but valuable books. These require constant attention and the Committee notes that it is being given. Arrangements have been made to bring the catalogue up-to-date.

(b) The responsibility for assuring that the Library is adequately equipped for research in the different branches of public administration should be placed on the specialist units to be set up in the Institute as recommended in Section II.

(c) It will be useful if the Library Committee prepares a comprehensive annual report. At present there are only two or three paragraphs for the Library in the Annual Report.

2. *Reference Service*

The Reference and Bibliographical Services of the Library could usefully be improved. The necessary qualified staff for maintaining and improving these services should be made available to the Librarian. A person with a Public Administration qualification combined with a knowledge of Library Science would be of great assistance to Research Workers.

3. *Other Services*

(a) Reference has been made in Section IV to the Library being made responsible for translating valuable material in the field of Public Administration in foreign languages particularly French, German and Russian and publishing an abstract.

(b) A suggestion made by Dr. Appleby is that the Library "needs to help in providing evaluation description of volumes and citing outstanding features of them". He has pointed out that "it is no longer possible and less and less desirable to read all the books available in the field or all parts of books chosen for attention".

It is doubtful whether the Library can at this stage be equipped for this purpose but perhaps the Ford Foundation allotment

of \$30,000 for Library development included in the recently sanctioned \$700,000 grant may be utilised for an experiment in this direction.

(c) The Committee suggests that provision should be made for microfilming and photocopying in the Library.

(d) There should be a Film Library and also Audio-Visual Aids to enable teaching and training becoming more effective.

4. The University Grants Commission has recognised the Library of the Institute for purpose of research by University teachers during their vacations and helps them with travel grants for the purpose. A number of teachers have been availing of this benefit.

The Committee considers this an encouraging feature.

VI

LOCAL AND REGIONAL BRANCHES

1. *Present Position*

Regional Branches of the Institute have been established in Andhra Pradesh, Gujarat, Madras, Maharashtra, Mysore, Orissa, Punjab, Rajasthan and U.P. and Local Branches at Nagpur, Patna, Poona, Shillong, Trivandrum and Vallabh Vidyanagar. There are no branches at present in Jammu and Kashmir, Madhya Pradesh and West Bengal. Local Branches are likely to be formed in these as also at Baroda at an early date.

2. *Proposals for the future*

With the appointment of a separate Principal recommended by the Committee, it is hoped that the Director would have time to visit places where Branches have yet to be established and to take active steps for their formation, and also to help in the development of Branches already established with his advice and encouragement by periodical visits.

3. *Development of the Branches*

(a) The Committee suggests the following programme for the development of the Branches of the Institute:

- (i) building up in every Regional Branch a library of public documents of the State relating to Government and administration in which it is located;

- (ii) setting up *one* or *two* study groups in each of the Branches for the study of administrative problems of development of particular importance to the State where the Branch is located;
- (iii) arranging lectures by distinguished experts, administrative as well as academic, organising seminars and taking measures to stimulate a professional interest in public administration on the part of the members of public services in the State as well as on the part of the general public.

(b) The Committee recommends that the Headquarters should help by making available to Branches for their lecture programme distinguished experts whom it may be getting from abroad as well as by financial assistance as at present for their seminar and research programmes.

(c) The system of holding of one of the conferences of the Institute annually at the Headquarters of a Regional Branch may continue.

(d) The Branches should be consulted by a letter annually to find out their needs. A special meeting once in two years with their representatives may also be useful.

(e) Shri Singhvi suggests that Regional Branches should publish cyclostyled newsletters, the officers-in-charge of O & M in the State's Secretariat being as far as possible the editor thereof. At present the correspondents in States are sending news relating to their States to the Institute for incorporation in the monthly Newsletter.

The Committee considers that Shri Singhvi's suggestion is essentially a matter for the Regional Branches themselves to examine.

(f) Shri Singhvi desires that Regional Branches should also undertake the publication of an annual review of administrative developments, if the review contemplated in para 8 of Section IV is to be a success. There are, however, obvious advantages in having a single publication that will cover administrative developments in India in the Central, State and Local Government fields.

As stated against item (e) this is also a matter for the Regional Branches themselves to decide.

VII

MEMBERSHIP, ACTIVITIES OF A WIDER
KIND, FOREIGN CONTACTS AND ALLIED
MATTERS1. *Membership*

At present there are ordinary members, associate members and corporate members. The question of increasing membership has already received the attention of the Executive Council and in pursuance of the decision arrived at by it at its 44th meeting held on the 9th December, 1961, the Institute has with the co-operation of the Branches arranged to circulate a letter to all Gazetted officers of Government and University teachers throughout India bringing out the privileges and advantages of membership of the Institute and requesting them to join as ordinary members. The result of this circular will be known in the next few months.

Regarding the number of resignations, the Standing Committee to the Executive Council recently came to the conclusion that taking into account the growth in membership from 525 on the 31st December, 1955 to 1,965 on the 31st March, 1961, the number of resignations and removals could not be regarded as unduly high. The Committee generally agrees with the above views and considers that efforts may continue to be made to increase membership.

Dr. Appleby has also suggested the provision of special membership promotional efforts while at the same time he has observed that "the size of the membership of the Institute, the spread of that membership throughout the nation, and the organisation of local chapters in a good many of the cities revealed a surprisingly large and ready responsiveness in professional circles". He further remarked: "This is especially true when it is remembered that no pressure-group of employee-union considerations can have entered into this situation. The objective is clearly the improvement of governmental performance".

2. *Activities of a wider kind*

Contributions to the Journal are welcomed from all sources, the only condition being that they should be of the requisite standard.

An annual prize competition that is held on chosen subjects is also open to all members of the public.

For the Institute's lectures members are encouraged to bring their families and friends.

When the activities of the Regional and Local Branches develop there will be increasing impact on the public at large in the country.

Steps that have been taken to increase the circulation of the Journal are also likely to lead to the same results.

A suggestion has been made by Dr. Appleby for the grant of "awards" annually—or less often if enough outstanding achievements had not been identified to justify strictly annual action—for distinguished work in public administration. State, large city and local community performance could be recognised both with plaques and cash. National awards of a similar sort could and should be made. In every case, while nominations would come largely from administrative organisations, selection of winners would be made by special committees of persons so distinguished as to lend great distinction to recipients. The Committee would of course be appointed by the Institute—state chapter or national organisation as the case might be. They should not be set up by governments, and for some years, at least, should have Foundation financing."

The grant by the Ford Foundation recently made does not cover such awards.

The Committee is of the opinion that this idea may be kept in mind for implementation at a suitable time.

3. *Foreign contacts*

International Institute of Administrative Sciences. The Institute as stated in Section I is the National Section of the International Institute of Administrative Sciences. The International Institute holds annually a Round Table or a Colloquium and Triennially a Congress. The Executive Council has already taken a decision on the composition of the delegations to be sent for the above, after considering the Economy Committee's Report—1960.

It is understood that in the last Congress, a decision was arrived at that, in future, the year following the Congress will be a blank year, i.e., there will be no Round Table or Colloquium.

EROPA. The Institute is also a member of the Eastern Regional Organisation for Public Administration. The first General Assembly of this Organisation was held at Manila in December 1960. There was also a Seminar and Executive Council meeting of EROPA at Tokyo in October-November 1961 to which India sent a delegation.

There is a proposal to hold a 6 to 8 weeks course, once in a year, financed from available external sources, in pursuance of

the scheme of starting a training centre for EROPA at the Institute.

The first course though only for 2-3 weeks is expected to be held under U.N. auspices in January, 1963. Finances from USAID are likely to be forthcoming for later courses.

In connection with the Institute's representation at the International Conferences like the IIAS & EROPA, the Committee is of the opinion that it will be useful for the members of the Institute as well as a wider circle of persons interested in Public Administration, if questions coming before such Conferences are discussed under the auspices of the Institute or its Branches either before or after the Conferences or on both occasions. It is also understood that future issues of the Journal will include a summary of the proceedings of such Conferences.

VIII

ORGANISATION

1. *Present Organisation*

The existing organisational set-up of the Institute is presented in the two charts accompanying this Report (Appendices C & D). The chart of the organisation as proposed is given in Appendix E.

2. *Proposals for the future*

At the outset it may be stated that the Institute should be a model institution in organisation techniques and personnel and other practices. The following recommendations have been made with that end in view:

(a) *Director*. The Director should continue to be in overall charge of the activities of both the Institute and the School. The appointment of a Principal recommended in the next paragraph should make him more free than he is now to deal with the problems of general administration, Regional and Local Branches of the Institute, Research, Seminars and Conferences, Fellowships, Publications, and the Library.

(b) *Principal*. In view, however, of the anticipated increase in work in the next few years, especially on the side of Training and Research as a result of the recommendations of the Committee, the Committee considers that the work of the School in regard to Training and Education should be separately entrusted to a full-time Professor-Principal who will also be Joint

Director (Training) and that the Director should be relieved of immediate responsibility for the work of the School, i.e., courses for the MDPA, short-term training programmes and sponsored courses that are given in the School, the supervision of Research Fellows for the Ph.D. as well as for Post-Doctoral work at the School and the coordination of research carried out by members of the teaching staff of the School and the Research Assistants working with them.

The Principal should be in the salary range of Rs. 1,800-2,000 per month as has been already decided by the Standing Committee of the Executive Council and should be assisted by the Vice-Principal.

Prof. M.V. Mathur, however, is of the view that the salary range of the Principal and Joint-Director should be Rs. 2,000-100-2,400 or alternatively Rs. 2,250 fixed. He has mentioned in this connection that some years ago the Executive Council had made provision for the post of Principal at Rs. 2,500 p.m.

(N.B. After the Planning Committee considered the matter, a fourth Professor has been appointed in the School against the vacancy in the post of Professor-Principal. The Committee's recommendation for a full-time Professor-Principal may, therefore, involve the addition of one more senior post in the School.)

(c) *Deputy Director—Research.* It is necessary to upgrade the post of Chief Research Officer to the rank of Professor on the School side and to designate him Deputy Director (Research). The post of Chief Research Officer is at present unfilled.

(d) *Deputy Director—Administration.* In general administration and in his other functions the Director should be assisted by a Deputy Director.

(e) *Filling up of vacant posts.* The Committee noted that vacant posts of Professors have been filled and steps are being taken to fill up the posts of Senior Research Officer and Research Officers on the research side.

(f) *General.* The Committee believes that the best performance on the part of the staff of the Institute as in any other organisation can only be secured through a positive policy of staff development, including the active participation by the latter in the planning and accomplishment of its work, and would emphasise the importance of a personnel policy based on these principles.

With a view to the improvement of the organisation and methods of work in the Institute and the reduction of administrative overheads the Committee recommends that an O & M study of the Institute should be undertaken, vide also paragraph 12 of Section IX.

(g) In connection with the pattern of the organisation, the following remarks of Dr. Appleby may be of interest: "I think the new appointee (Director) needs no fewer than three or four Assistant Directors, and perhaps an Assistant to the Director of about the same rank as an Assistant Director but younger and full of vigour. In the circumstances, I make no apology for proposing a Mexican-army type organisation. I think perhaps only one of this entire top group should be an academician, feeling that practitioners will be better able to guide and develop the teachers and researchers.

"I think all parts of the Institute should be drawn closer together with all personnel having more sense of a common responsibility, personal opportunity for growth, more participation and sense of importance.

"Whatever academicians are brought in during the next term should be well acquainted with the need for a realistic approach and dedicated to strenuous efforts in the new manner. If possible, any academic appointee should be an academician-practitioner.

"The Institute should be within itself an example of good administration. (I can cite eminent examples of a relatively high number of generals, like officers and non-commissioned personnel, with very few privates, and this character is indicated for the Institute for some years, perhaps permanently.) Besides the top-heavy structure I have proposed, I have in mind attitudes which made for easy communication between all members, of whatever rank, and the fuller utilization of subordinate capacities."

(h) Shri Athreya has made the following suggestions:

1. the establishment of 'cadres' for research, teaching, reference and information and general administration;
2. the creation of a standing four-man committee—the Director, the Chairman of the School Advisory Board, or the Principal, the Editor (if he is an outsider) and a senior Administrator to look into matters of promotion and staff development;
3. the fixation of a minimum of quota (in filling up senior appointments) for departmental promotion, more for the application of promotion from within policy than for breeding the seniority complex;
4. the institution of a system of monthly (periodical say) work evaluation suited to the particular requirements of each 'cadre';
5. the institution of programmes of probationary and refresher training;

6. the institution of a system of 'under-studies' for all senior appointments;
7. a scheme of incentives for good work and punishment for lethargy or negligence at least for the lower cadres of staff; and
8. a clear-cut personnel policy and procedure generally.

The present position in these respects is as follows. The Services Bye-laws of the Institute and the School lay down the grades and methods of recruitment. They provide that every appointment to grade VIII and above should be made solely on the basis of merit. In lower grades when appointment is by promotion, it is by selection on the basis of merit, with due regard to seniority. As an incentive, the Services Bye-laws also provide for promotion of persons of outstanding ability and merit even to the second higher grade, skipping the next higher one. Selection Committees have been prescribed for appointments in all grades. The appointing authority has been empowered in each case to determine the method by which a vacancy shall be filled, viz. whether by promotion, by direct recruitment or by appointment of a borrowed employee. No minimum quota for promotion has been prescribed, but those on the staff are considered.

For the rest, the other members of the Committee consider that these are matters of normal administrative procedures and practices which can well be left to the Director of the Institute.

3. *Fixation of Permanent Strength of the Staff*

The Executive Council at its forty-fifth meeting held on the 11th March, 1962, decided that the question relating to the permanent strength of the Institute should be held over till this Committee had considered the matter and made its recommendation. A statement showing the sanctioned strength (excluding teachers) according to the Budget for 1962-63 is enclosed as Appendix F. The Economy Committee in its report in 1960 had said that "the present staff of the Institute is only adequate for its present work."

The Director has proposed that those posts which have been in existence for over three years and have actually been filled as on 1.4.1962 be made permanent, excluding posts filled in on contract basis. Since the activities of the Institute are expanding, the proposal is reasonable and recommended for approval.

4. *Additional Staff for the Ford Foundation Programme*

The Ford Programme contemplates the immediate addition to the School of two experienced administrators close to retirement or who have recently retired. During each subsequent year during the Five Year Programme one additional officer

of this category should be added to the School. This has been suggested by it to enable the School systematically to assume a greater role in developmental administration.

The programme further contemplates the appointment of a Director for each of the 4 research programmes contemplated by the Foundation with a complement of Research Assistants and subordinate staff.

Since all the above staff will be paid for from the Ford Foundation grant, as also the foreign visiting professors, they are not being dealt with in further detail here. It may, however, be stated here that Dr. Appleby has suggested as follows:

“By making diverse short-term uses of active practitioners, by heavy use of retirees—who leave government service very early here—and by arranging to secure governmental experience for teachers and researchers already employed and others of special aptitude employed in the universities, the Institute’s professional personnel problem can be solved reasonably well in a fairly short period of time. The present faculty is, I think, self-critical and anxious to do things enhancing their competence. A constant and intensive survey should be carried on to identify really outstanding prospects for later employment and early exposure to operating realities.”

5. *Inter-sectional Committees*

Shri Athreya suggests an inter-departmental committee of all section heads, meeting weekly, to effect and better and increase co-ordination and communication within the Institute.

The present practice is for sectional heads to be called together or to meet, as and when necessary with reference to specific problems requiring mutual consultation.

The other members of the Committee consider that a monthly meeting should suffice.

IX

COMMITTEES UNDER THE EXECUTIVE COUNCIL

1. *The Standing Committee*

Rule 19 of the Rules of the Institute lays down that the Executive Council shall appoint a Standing Committee from amongst its members to attend to and to dispose of the current business of the Institute on its behalf. The strength of the Standing Committee is left to be fixed by the Executive Council from time to time. The first Standing Committee was constituted on the 30th March, 1954, and consisted of five members besides the Secretary (now designated Director & Secretary). On the 10th May, 1956 the number was increased to six besides the Director. In 1959 this number was further increased to seven and has remained so since then.

The Standing Committee is reappointed every year immediately after the General Body Meeting.

The arrangements relating to the Standing Committee do not appear to require any modification.

2. *Other Committees*

Rule 18 (2) (vii) of the Rules of the Institute empowers the Executive Council to appoint Committees for disposal of any business of the Institute or for advice in any matter pertaining to the Institute. The Executive Council in its meeting held on the 21st November, 1959, decided that the tenure of membership of any Committees/Boards appointed by it under this Rule may be limited to two years. Under the powers in the Rule cited above, apart from *ad hoc* committees, the following Committees have been constituted and are still functioning.

3. *Committee of Direction for Research*

A Committee of Direction to organise and direct the work of preparation of suitable materials of study of topics mentioned in Appendix A, consisting of seven members including the Director with power to form Sub-Committees and to coopt members in consultation with the Standing Committee was appointed on the 25th September, 1954. It has continued since then with the same number of members. With the increasing emphasis on research, this should be one of the most important Committees, and its constitution should reflect this fact.

Sometimes when urgent business has to be transacted, it has become a convention to regard the local members of this

Committee as a Standing Committee, though the business transacted is circulated to outstation members also. The Executive Council may consider placing this position on a formal basis.

4. *Library Committee*

The Library Committee was formed by the Executive Council at its meeting held on the 31st August, 1957. It consists of 8 members as follows:

- | | | |
|------------------------|---|------------|
| 1. The Director | } | Ex officio |
| 2. The Deputy Director | | |
| 3. The Librarian | | |

4 & 5. Two Local Members from the Executive Council to be nominated by it.

6, 7 & 8. Three members of the School staff.

A suggestion has already been made in Section V that the Library Committee should prepare an annual report. In this connection reference is invited to the Minutes of the Meeting of the Executive Council held on the 23rd April, 1960 approving the recommendation of the Standing Committee that the Library Committee may review annually the list of periodicals now being received in the Library and also broadly review annually the position regarding library books as well.

5. *Building Advisory Committee*

A Building Advisory Committee was set up on the 5th January, 1955, consisting of the Chief Engineer, the Chief Architect and representative of the Finance Ministry in addition to the Honorary Treasurer and the Director. On 9th February 1962, a representative of the Ministry of Home Affairs and the Institute of Applied Manpower Research was added to this Committee in view of the contemplated construction of another building in the campus of the Institute to accommodate the Institute of Applied Manpower Research.

This Committee will continue until all the transactions relating to the earlier building project are finalised as also those relating to the new building which has now been undertaken.

6. *Editorial Board*

The Editorial Board was constituted on the 25th September, 1954, consisting of two members in addition to the Editor and the Director. In Section IV a recommendation has already been made for the expansion of the Editorial Board to provide for wider experience.

COMMITTEES OF THE SCHOOL

7. *School Advisory Board*

The Executive Council at its meeting held on the 9th August, 1958, decided to form a School Advisory Board to be in charge of policy and administrative matters relating to the School and the Chairman was authorised to select 5 to 7 members for the same. The Board consisted of 5 members during 1958-59 in addition to the Chairman and Principal of the School, as its Member-Secretary. It was expanded on the 20th April, 1960 by the addition of four members. On the 10th June 1960, an additional member was appointed. It now consists of 10 members in addition to the Chairman and the Member-Secretary.

In its meeting on the 10th June, 1960, the School Advisory Board constituted a standing committee for the School Advisory Board consisting of all local members and for the Academic Committee consisting of 4 local members in addition to the Vice-Principal.

8. *Academic Committee*

An Academic Committee was constituted on 20th April, 1960, consisting of the Director and Principal as its Ex officio Chairman, 4 Members and all the full-time teachers of the School, to prescribe courses of studies for the Master's Diploma and determine generally all academic questions including matters relating to examinations. The number of members other than the teachers of the School and the Director-Principal is now 7.

9. *Examination Committee*

The School Advisory Board at its meeting held on the 10th June, 1960 appointed an Examination Committee consisting of 5 members.

In Section III a recommendation has already been made that the powers and responsibilities of the School Advisory Board and Committees of the School should be clearly defined in bye-laws adopted by the Executive Council.

10. *Committee of Administration for the IIPA Contributory Provident Fund*

Under regulation 4(1) of the IIPA Contributory Provident Fund Regulations, the Contributory Provident Fund of the Institute is administered by the Executive Council through a Committee of Administration. This Committee consists of (i) The Director as Chairman; (ii) the Treasurer; (iii) one member of the Executive Council nominated by it; (iv) one representative

of the employees nominated by the Director, and (v) the Administrative Officer as the Member-Secretary. The nominated members of the Committee hold office for a period of one year and are eligible for re-nomination.

PROPOSAL FOR FUTURE

11. *A Committee for Training*

At present there is no Standing Committee for Training though Advisory Committees are formed *ad hoc* whenever particular courses of training are undertaken. The Committee feels that just as there is a Committee of Direction for Research there should be a Committee of Direction for Training and for particular courses it can constitute Advisory Committees vide paragraph 7(3) in Section III. If a Principal is appointed, who will also be Joint-Director of Training, he can be the Secretary of this Training Committee.

12. *General*

The Committee suggests that the composition, functions and working of the Standing Committees appointed by the Executive Council under Rule 18(2) (vii) should be reviewed from time to time.

X

FINANCE

1. *Deficit to be covered by the Government Grant*

When the Budget for the year 1962-63 was prepared, it took into account the decisions taken by the Standing Committee at its meeting held on the 8th November, 1961, when the discussion was concentrated on the programme during 1962-63 with a broad idea of what was aimed at for the longer period of the Plan. The Budget therefore provided for the appointment of a whole-time Professor-Principal, the filling up of the vacant posts of Professors, the shedding of the first year's course intended for ordinary graduates and greater attention to Ph.D. programmes and post-Doctoral Fellowships in the School with a view to help research. It also contemplated the filling of the vacant posts on the research side of Senior Research Officers and Research Officers. It, however, contemplated that the post of Administrative Assistant to the Principal would cease to exist.

2. When the Budget Estimates for 1960-61 were put up to the Government of India, the future pattern of the Institute's Budget

was generally discussed and in the final orders of the Government, the Institute was instructed to plan its future programme on the basis of a grant not exceeding Rs. 9 lakhs from Government for the annual recurring expenditure.

3. The arrangements contemplated in para 1 above resulted in a total expenditure that could be fully covered only if the Government grant was raised from Rs. 9,00,000 to Rs. 9,75,700.
4. (a) The recommendations made in this Report involve the following additional expenditures which have to be added to the deficit of Rs. 75,700 contemplated at the time the Budget for 1962-63 was drawn up:

	Section	Para	Annual cost
			Rs.
(1) Four Research Assistants in addition to existing strength to provide for the specialist units (grade VI)	II	10	18,500
(2) 12 Ph.D. and Post-Doctoral Senior Fellowships, already provided in Budget for 10 at Rs. 350 and 450 p.m. for 7 months of 1962-63, but now proposed at an average of Rs. 450 & 750 p.m. for 12 months every year.	II	13	57,700
(3) The continuance of the post of Administrative Assistant to the Principal	III	7(1)	10,100
(4) Continuance of short-term fellowships in India	III	16	15,000
(5) 4 page increase in Newsletter	IV	5	2,000
(6) Abstract annually if not six-monthly in English of valuable material in foreign languages particularly French, German and Russian, in the field of Public Administration.	IV	7	15,000 (approx.)
(7) A Reference Service Officer for the Library (in grade VII)	V	2	5,600
(8) Dy. Director, Research (in Professor's Scale)	VIII	2(c)	16,000

(9) Increase in dearness allowance	11,500
(10) Two Scholarships at Rs. 250 p.m. to candidates who stand first and second in the order of merit in M. D. P. A. examination, hitherto paid from the Ford Foundation's money from its first grant, which is no longer available, but have now to be met from the regular budget	6,000
(11) Three Scholarships at grade pay +20% with a ceiling of Rs. 350 p.m. for teachers joining the M.D.P.A. course previously met from Ford Foundation grant as in item 10 above.	12,600
(12) A fourth Professorship in addition to the Principal	VIII	2(b)	16,000
TOTAL			<u>1,86,000</u>

With the above additions the net deficit, on the basis of a Government grant of Rs. 9 lakhs, will be Rs. 2,61,700, for which an increased government grant will be required.

(b) No provision for the "Annual review of administrative developments in India" and the supporting volume of selective and not easily available documents relating to administrative developments (paragraph 8 of Section IV) has been proposed on the assumption that this will not be distributed free and will be self-supporting. The position is the same for the "National bibliography on Public Administration" and other publications contemplated in paragraph 9 (e), (f) and (h) of Section IV.

(c) No specific provision on account of the proposed certificate course has been contemplated in sub-para (a) above since it is expected that the course should be self-supporting from the fee that will be levied for the course and the examination.

5. *Staff from the Ford Foundation Grant*

The new grant from the Ford Foundation provides the necessary finance for two administrator professors recruited immediately and one to be added in every subsequent year during the Five Year Programme period. Necessary provision for Directors for the proposed research projects with a complement

of necessary staff and for contingencies is also included in the grant.

6. *Grant from Asia Foundation*

* As stated earlier a grant of Rs. 62,000 has been received from the Asia Foundation to finance a project on the Constituent Assembly.

7. *Resources to be still located*

Assistance for the EROPA Training Centre in the Institute is expected from USAID.

XI

SUMMARY OF RECOMMENDATIONS

SECTION II—RESEARCH

- Para 7. Recommends subjects for research in the plan period with priorities assigned.
- Para 9. Recommends for surveys and Research on behalf of the Central and State Governments.
- Para 10. Recommends establishment of specialist units for research.
- Para 11. Recommends annual review of progress and a periodical evaluation.
- Para 12. Recommends an internal Research Committee.
- Para 13. Recommends provision for a dozen Research Fellowships.
- Para 15. Recommends study projects relating to 'The Administration and the Citizen'.
- Para 16. Recommends regarding the number of conferences to be held in a year.
- Para 17. Recommends continuance of the present system of lectures.
- Para 18. Commends for future also Seminars and Conferences in collaboration with other bodies.
- Para 19. Recommends the continuance of the Case Study Programme.
- Para 20. Recommends courses on methodology and field research in the School for advanced research workers.

SECTION III—EDUCATION AND TRAINING

- Para 3. Suggests that powers and responsibilities of School Advisory Board, Academic Committee, etc. should be defined.
- Para 5. Commends Shri Singhvi's suggestion for a diploma or certificate Course outside office hours or by post.
- Para 6. Makes a number of suggestions in regard to M.D.P.A. Courses.
- Para 7. Makes a number of suggestions in regard to training courses.
- Para 8. Recommends a short-term course during Christmas or Pooja holidays or other suitable time for University and College Teachers of Public Administration.
- Para 9. Recommends regular or special courses in the field of Local Government and Public Administration aspect of Panchayati Raj.
- Para 10. Poses question of expansion of teaching staff.
- Para 11. Recommends expeditious action for getting power to confer degrees.
- Para 13. Poses problems relating to the one-year reflective training programme for District Officers and annual Study-cum-Seminar programme in developmental administration for selected Assistant District Developmental Officers.
- Para 15. Proposes an Evaluation Committee to review periodically the work of teachers, courses, curricula etc.
- Para 16. Recommends continuance for some more time as an experiment of Short-term Fellowships in India for University Teachers and Government officers.

IV—PUBLICATIONS

- Para 1. Recommends the continuance of the existing arrangements of honorary Editor.
- Para 2. Commends certain suggestions of Dr. Appleby for improving the quality of the Journal.
- Para 5. Recommends widening the scope and increasing the size of the Newsletter.

- Para 7. Suggests the exploration of the feasibility of translation of valuable foreign material in other languages and its inclusion in an Abstract periodically.
- Para 8. Recommends an annual review of administrative developments in India with a supporting volume of selective and not easily available documents.
- Para 9. Recommends encouragement to production of books through suitable prizes and other awards. Recommends the bringing out of a national bibliography on Administration.
- Para 10. Recommends the expansion of the Editorial Board to provide for diverse experience.
- Para 11. Recommends annual Publication Programme.

V—LIBRARY AND REFERENCE SERVICE

- Para 2. Recommends the strengthening of the reference and bibliographical service.
- Para 3. Commends a suggestion of Dr. Appleby for evaluative description of volumes. Suggests provision for microfilming and photocopying.

VI—LOCAL AND REGIONAL BRANCHES

- Para 2
& 3 Makes suggestions for the development of the Branches.

VII—MEMBERSHIP, ACTIVITIES OF A WIDER KIND AND FOREIGN CONTACTS AND ALLIED MATTERS

- Para 1. Recommends that efforts may continue to be made to increase membership.
- Para 2. Poses a suggestion by Dr. Appleby for awards for distinguished work in Public Administration.

VIII—ORGANISATION

- Para 2. Proposes a full-time Professor-Principal, Dy. Director—Research, and filling up of the vacant sanctioned posts and makes general observations for better performance.
- Para 3. Makes suggestions regarding fixation of permanent strength of the staff.

IX—COMMITTEES UNDER THE EXECUTIVE COUNCIL

- Para 4. Reiterates the views of the Executive Council regarding functions of the Library Committee.
- Para 6. Recommends for the expansion of the Editorial Board to provide for diverse experience.
- Para 7, 8
& 9. Suggests that powers and responsibilities of School Advisory Board and Committees of the School should be clearly defined.
- Para 11. Proposes the formation of a Committee of Direction for Training and its Advisory Committees for particular courses. Further recommends the Principal of the School to be Joint-Director of Training and Secretary of the Training Committee.
- Para 12. Suggests that the functions and working of the Committee appointed by the Executive Council under Rule 18(2) (vii) should be reviewed from time to time.

X—FINANCE

- Para 1 to
4. Evaluates the effect of the various measures on the quantum of the Government grant.

N. H. ATHREYA
M. V. MATHUR
D. L. MAZUMDAR
L. P. SINGH
V. K. N. MENON (*Director*)

APPENDIX A

(Section II, Para 5, of the Report)

List of topics selected in 1954 by the Committee of Direction for the preparation of descriptive Study Material

1. Municipal Undertakings
2. Administration of Municipal Corporations and other bodies
3. District and Rural Administration
4. Descriptive studies of the structure and functioning of Union and State Departments and Offices
5. The Organisation of Services
6. Personnel Management
7. Organisation, Recruitment and Training of Public Services
8. Planning Organisation, Local, State and Centre
9. Village and District Planning *vis-a-vis* National Planning
10. Working of *ad hoc* statutory bodies, e.g. Tariff Commission
11. Schemes of Social Insurance
12. Public Corporations
13. Public Utilities
14. Public Debt
15. Budgetary process in the States and at the Centre
16. Federal and State Grants
17. Government Purchasing and Supply
18. Employment Exchanges
19. Study in Administrative History of India
20. Administrative Law
21. Ethics in Public Administration
22. Reading on the Evolution of the Administrative System
23. Classified readings from official and non-official, Indian and foreign sources, e.g., Resolutions, Reports, Notes, etc.
24. Short monographs on the organisation of selected Institutions of administrative importance—Indian, foreign and international
25. Ministry and Departmental Manuals
26. Maps and Charts on important items of Administrative Organisation
27. Consolidated National Bibliography on Public Administration,

APPENDIX B

(Section II, Para 7, of the Report)

Suggested Fields of Research

1. Panchayati Raj
2. Public Enterprises
3. The Citizen and the administration
4. The traditional machinery of Government and new needs: Adequacy of methods of recruitment to the services—basic ideas behind recruitment policies—Training—Structure of the services—development of personnel, etc.
5. Problems of State Government; (Revenue Boards, Commissioners, Governors' Conferences, Matters of Common interest to different States, etc.)
6. Machinery of Government studies; Departmental Structure, Hierarchies, Delegation.
7. Civil Service Organisation—A Historical and Comparative study covering the period 1917-1961.
8. The Existing organisation for research in government for public policy formulation.
9. Case studies (interpreted in a wider sense than in Stein's book to include agency histories, and individual administrator's incumbency of a particular office, etc.)
10. Administrative Review.
11. Programme administration.
12. Inter-personal relations: Superior-subordinate relations, Citizen-official at various levels.
13. Planning.
14. Problems of national unity and disunity and of government stability and unity.
15. Problems of Parliamentary Government in a Federal System—Union-State relations.
16. Community Development.
17. Social organisation Factors facilitating social change.
18. Leadership for developmental administration.
19. Scientific and Industrial Research and Development under the Ministries and Public Enterprises.
20. Social Legislation apart from labour laws.

Shri Singhvi has suggested the following additions:

21. Land Revenue Administration.
22. Law and Order Administration.
23. The role of the Indian Administrative Service recruitment,

training, postings, promotion, utility, generalist character and its relationship with other Services, Ministers and the Public.

24. Finance and Taxation Administration.
25. Municipal Administration.
26. District Administration.
27. Training of superior services in Public Administration.

ORGANISATIONAL CHART OF THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION

AS ON 1st MAY, 1962

GENERAL BODY

MEMBERS

ORDINARY CORPORATE ASSOCIATE

PATRON

EXECUTIVE COUNCIL

PRESIDENT

CHAIRMAN

STANDING COMMITTEE

HEADQUARTERS ORGANISATION

DIRECTOR & PRINCIPAL I.I.P.A.

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BO - RESEARCH OFFICER
SEF - SENIOR RESEARCH FELLOW
ARO - ASSISTANT RESEARCH OFFICER
RA - RESEARCH ASSISTANT
RS - RESEARCH SCHOLAR
PA - PROJECT ASSISTANT

LOCAL BRANCHES
1 NAGPUR
2 PUNE
3 POONA
4 SHILLONG
5 TRIVANDRUM
6 VALLABH VIDYANAGAR

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APPENDIX F

(Section VIII, Para 3, of the Report)

Statement showing Sanctioned Strength of Staff and Posts to be made Permanent

Grade	Designation of Post	Scale of Pay	Sanctioned Number as per Budget 1962-63	No. proposed to be made permanent	Remarks
		(Rs.)			
Outside the Schedule in the Services By-laws	Director	2,500 (fixed)	1	Tenure Post	
XII	Dy. Director	1,200-75-1,500-100-1,800	1	Tenure Post	
XI	Asstt. Chief Research Officer	700-40-1,100	1		The present incumbent is regarded as permanently absorbed against this post from 4.5.61. The pay of the post is personal to him.
X	1. Librarian	600-40-1,000	1	1	The present incumbent has already been taken on a permanent basis.

2. Administrative Officer	-do-	1	1	The present incumbent has already been taken on a permanent basis.
3. Secretary to Director	-do-	1	1	The present incumbent has already been taken on a permanent basis. He is designated as Assistant to the Editor in addition to Secretary to the Director.

IX Senior Research Officer 500-30-800 2 The posts have not been filled up.

VIII 1. Research Officer 350-25-650 3 2 Two posts are continuing since 1956-57.
2. Statistician -do- 1 1 Post recently sanctioned and present incumbent is taken from Government on Foreign Service.

VII 1. Superintendent (Admn.) 275-15-455 1 { 1 These posts were created in 1958-59.
2. Superintendent (School) -do- 1 { 1 There was formerly a post of Junior Administrative Officer.
3. Accountant -do- 1 1 The post is held by a person from the Indian Audit and Accounts Department on Foreign Service terms.

Two posts have been in existence for over 3 years.
The post has been in existence for over 3 years.

On Foreign Service from AGCR

The post has continued for more than 3 years.

VI

4. Assistant Research Officer	275-15-455	4	2
5. Senior Library Asstt.	275-15-455	1	1
1. Assistant Junior Accountant	200-10-220-12	2 Admn.	1
Library Assistant	280-EB-12-340	2 Jrl. & Pub.	2
Research Assistant		4 Research	2
		4 Library	4
		1 Accounts	1
		<hr/>	<hr/>
		13	10
		1	1

2. Stenographer
(P.A. to Director)

-do-

V

1. Jr. Stenographer	150-74-165-EB-10-265	2	1
2. Jr. Assistants	-do-	1 Admn.	1
Jr. Library Asstt.		1 School	1
		1 Library	..
		(Temp.)	<hr/>
		3	2
		1	1

3. Draughtsman

-do-

IV

1. Upper Grade Clerk	100-6-172-EB-8-220	1 Hostel	..
		2 School	1
		3 Admn.	2

		1 Jrl. & Pub.	1
		1 Research	1
		3 Library	3
		3 Accounts	3
		—	—
		14	10
	2. Proof Reader	2	1
	-do-		
	3. Stenotypist	3 Admn.	2
	-do-	1 School	1
		—	—
		4	3
		5 Admn.	4
		1 Jrl. & Pub.	1
		2 Research	2
		4 Library	4
		1 Accounts	1
		4 School	3
		2 Hostel	2
		—	—
		19	17
	2. Receptionist	2	1
	-do-		
	3. Adrena Operator	1	1
	-do-		
	1. Gestetner Operator	1	1
	60-3-90		

One post is continuing for more than 3 years.
The post is continuing for the last 3 years.

The post has been in existence for the last 3 years.

III 1. Lower Grade Clerks 85-4-125-EB- & Typists 5-150

*Persons on Projects are on consolidated pay and not included in this number. There are now 12 of that category.

II

2. Daftry -do- 2 One in Admn. Division.
One in Library.
Both the posts are continuing
for the last 3 years.

3. Jamadar -do- .. These posts have not been
utilised so far and have been
filled up in the lower grade
(Gr. I.)

4. Staff Car Driver -do- 1 The post has been continuing
for more than 3 years.

1. Messenger	50-2-80	5 Admn. 1 Jrl. & Pub. 2 Research 4 Library 1 Accounts 5 School 3 Hostel	5 1 2 4 1 3 2
*Does not include contingency paid staff on consolidated pay.			
2. Farash	-do-	21*	18
3. Watchman	-do-	2	..
4. Sweeper	50-2-80	3 Instt. 2 Hostel 3 Instt. 3 Hostel	2 2 2 2
*Excludes persons paid from contin- gency on consolidated pay.			
		6*	4

Two posts are continuing for
more than 3 years.

5. Gardener	50-2-80	3	3	One mali is working in Grade II. The remaining two are in grade I. All the three posts have continued for more than 3 years.
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MAINTENANCE STAFF

	Section Officer	1	..	Taken from CPWD on Foreign Service Terms
IV	Care-Taker	100-6-172-EB 8-220	1	1
II	Plumber & Electrician	60-3-90 -do-	1 1	.. 1
I	Messenger & Helper to Plumber & Electrician	50-2-80	2	1

The posts are now held by the same person.

*Note :—*1. The posts recommended for permanency will be so regarded from 1st April, 1962.
2. The statement does not include teachers.

APPENDIX G

(Section IV, Para 9, of the Report)

Publications of THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION

PERIODICALS

- | | |
|--|-----------|
| 1. The Indian Journal of Public Administration (Being Published since January 1955) | Quarterly |
| 2. IIPA Newsletter (Being Published since Feb. 1957) | Monthly |
| 3. Public Administration Abstracts and Index of Articles (Being Published since Feb. 1957) | Monthly |

CASUAL PUBLICATIONS

Through Asia Publishing House

- | | |
|---|-----------------------|
| 1. Organisation of the Government of India | |
| 2. The System of Grants-in-Aid in India | by P. P. Agarwal. |
| 3. Aspects of Audit Control | „ Asok Chanda. |
| 4. Union-State Relations in India | „ K. Santhanam. |
| 5. The Ecology of Public Administration | „ F. W. Riggs. |
| 6. Delegation and Autonomy | „ Arthur W. Macmahon. |
| 7. Administrative Aspects of River Valley Development | „ Henry C. Hart. |
| 8. The Administration of Natural Resources | „ Norman Wengert. |
| 9. Public Administration for a Welfare State | „ Paul H. Appley |
| 10. The Central Social Welfare Board | „ P. D. Kulkarni. |
| 11. Managerial Problems in Public Enterprise | „ A.H. Hanson. |
| 12. New Directions in Comparative Politics | „ Bernard E. Brown. |

By the Institute

- | | |
|--------------------------------------|----------------|
| 1. District Administration in India | by S.S. Khera. |
| 2. The Communal System of Yugoslavia | „ B. Mukerji. |

3. Administration of Traffic Enforcement with Special Reference to Delhi „ T.S. Khanna.
4. Staff Councils and Associations in the U.K. and India „ E.H. Cooper and B. Shiva Rao.
5. The Development and Impact of British Administration in India „ Bernard S. Cohn.
6. The Press, The Public and The Administration „ V.K. Narasimhan.

MONOGRAPHS

1. The Question of a Parliamentary Committee for Public Enterprises.
2. Training for Social Welfare Work: Courses and Institutions.

BIBLIOGRAPHY

1. A Bibliography on Public Enterprises in India.

REPORTS OF SEMINARS & CONFERENCES

1. The Study of Public Administration at Indian Universities (1956) (Mimeographed)
2. Recruitment and Training for Public Services (1957)
3. Administrative Problems of State Enterprises in India (1957)*
4. The Pattern of Rural Government (1958)
5. Improving City Government (1958)
6. Morale in the Public Services (1959)
7. State Undertakings (1959) (Mimeographed)*

LECTURE SUMMARIES OF SHORT-TERM COURSES

1. Planning in India*
2. Budgeting in India (1960) (Mimeographed)

REPORTS OF STUDY GROUPS

1. Delhi Municipal Bus Transport

LECTURES

1. Problems of Recruitment and Training of Civil Servants in the U.K. by Sir Paul Sinker.
2. Public Personnel Management in Australia „ H.J. Wright.

3. Problems of the Welfare State in Great Britain „ Henry Maddick.
4. Management and Government „ Lt.-Col. Lyndall F. Urwick.
5. Technical Assistance in Public Administration „ Dr. Hugh Keenleside.
6. Personnel Administration in the United Nations „ J.A.C. Robertson
7. Administrative Problems of Metropolitan Growth „ Arch Dotson.
8. Whitley Councils in the British Civil Service „ Douglas Houghton.
9. O & M in the Government of India „ R.K. Rangan.
10. The United Nations & Training for Public Administration „ F. J. Tickner.
11. Poverty of Nations „ Dr. P.S. Lokanathan.
12. Public Enquiries as an Instrument of Government „ W.A. Robson.
13. Human Relations in Public Administration „ Charles S. Ascher.
14. Capital and Economic Development „ Dr. A.K. Dasgupta.
15. Administration, Then and Now „ Dr. C.P. Ramaswami Aiyar